SHOWING WE CARE

A CHILD CARE STRATEGY FOR THE 90's

SUMMARY REPORT AND MINORITY REPORT
OF THE TASK FORCE ON CHILD CARE

JANUARY 1991

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SUMMARY REPORT

CHILD CARE TASK FORCE

JANUARY 1991

The Honourable Carol Gran
Minister of Government Management
Services and Minister Responsible for
Women's Programs
Parliament Buildings
Victoria, British Columbia
V8V 1X4

Dear Madam Minister:

It is our privilege to submit for your consideration the report and recommendations of the Task Force on Child Care.

Sincerely,

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This report was prepared by the Task Force on Child Care and presented to the Honourable Carol Gran, Minister of Government Management Services and Minister Responsible for Women's Programs on January 29, 1991.

THE VISION

The Task Force envisions a comprehensive child care system which provides a continuum of services and programs that reflect the changing needs and circumstances of British Columbia children and their families and that values children as our most important resource.

The vision for child care in British Columbia must recognize the changing face of British Columbia families and provide a continuum of quality child care options that range from licensed full and part-time group programs, licensed out-of-school care, agency supervised and supported family day home care, resource and support services for parents, caregivers and child care programs. The range of child care options would be able to respond to the needs of parents at home as well as meeting families' exceptional care needs. All parents require some form of supplementary care for their children, and all children benefit from contact with other children and families in the community.

Four basic principles are essential to this vision of a comprehensive system:

- that the health and well-being of the child are of the paramount importance;
- that the provision of quality child care is a family issue and is required to meet society's needs;
- that the responsibility for the provision of child care is shared between parents, caregivers, the community and all levels of government; and,
- that parents have the responsibility and right to choose the type of care that best suits their family needs.

The creation of this system should ensure quality, accessibility and affordability. All children need and are entitled to high quality services. Regardless whether a child is typical or special, access to quality child care options to address a range of needs should not be restricted because of family income, parental employment status or geographic location. Nor should cost be an undue barrier to access for any family.

CHILD CARE IS A PRIORITY

British Columbians have identified as a priority the need to increase the availability of affordable, accessible, quality child care spaces.

British Columbians' concerns about child care are not new. In 1981, the United Way of the Lower Mainland's report Responsible Day Care: The Coming of Age of an Essential Community Service, outlined concerns about the lack of integrated planning, policy development and funding to support an efficient, responsible day care system. During the federal government's Special Committee on Child Care in 1986, British Columbians responded in large numbers.

In June, 1990 the Advisory Council on Community-Based Programs for Women identified the critical shortage of quality, accessible, affordable child care as a major barrier to women achieving equality, and recommended that the provincial government take immediate action to address this issue. This issue came forward repeatedly during the provincial tour of the Honourable Carol Gran, Minister of Government Management Services and Minister Responsible for Women's Programs and through a survey of 60,000 women in British Columbia. British Columbians told the Minister that there was a crisis in child care.

On July 5, 1990, the Honourable Carol Gran mandated a Task Force on Child Care to recommend ways to increase the number of affordable, accessible, quality child care spaces in British Columbia. The Task Force was directed to:

- recommend policies and programs to increase the number of quality, accessible, affordable child care spaces;
- analyze barriers to expansion;
- determine short and long term needs; and,
- plan for orderly growth over the short and long term.

THE PROBLEM

There is a critical shortage of quality, affordable, accessible child care spaces in British Columbia.

Current public child care policy, both federal and provincial, has been developed on what are now outdated assumptions. The assumption that:

- the majority of families are made up of two parents, with one a wage earner and the other a caregiver;
- extended family live nearby and are able to provide support; and,
- women's participation in the work force is atypical and related to the desire for extra spending money.

It is also falsely assumed that if there is a demand for child care, market forces will respond.

Public policy that focuses on assisting families 'in need' and that has not factored in the socioeconomic

effects of an inadequate supply of quality child care alternatives has resulted.

Here are the current facts...

on families:

- the 'traditional' family of one wage earner and one caregiver represents 30% of today's British Columbia families declaring income who have children under 12 at home; [1]
- in 53% of all families with children under 12, both parents work outside the home; [1]
- single parents with children under 12, represent 16% of all families with declared income; [1]
- 45% of all British Columbia single parents with children under 18, are on income assistance; [2] and,
- 30% of off-reserve native families are headed by single parents. [3]

on supportive extended families:

- Canadians relocate on an average of once every five years [4]; and,
- 34% of women aged 55 to 64 participate in the workforce, [5] diminishing the availability of 'helpful grandmothers'.

on family income:

- real family incomes in British Columbia are declining; [6] and
- without wives' earnings, over three times as many families would have been considered low income in 1985. [7]

In British Columbia, as in the rest of Canada, the economic life of the family has changed and as a result child care for many families has become an essential service. However, the market has not responded to this demand and neither has public policy.

An analysis of British Columbians child care needs was begun during the term of the Task Force. This analysis does not address the issue of preference nor does it pretend to be a measure of demand: preference describes what kind of child care parents want; demand reflects what parents would choose based on a combination of factors that include preference, cost, convenience, quality, availability and so on.

Parent preference depends on several factors including the age of the child, income and education levels of parents and the availability of different types of care. In general terms, parents seem to prefer home-based care for children under three and centre-based care for children over 3. Recent surveys (Johnson, Lero cited in Griffin p.102), indicate that almost 50% of parents would prefer to place their child in a licensed setting.

The preliminary findings of the British Columbia child care needs analysis are that:

- only 5% of the children in British Columbia between birth and 3, who need care by someone other than their parents, are able to access a licensed space;
- only 27% of the child care needs for those between 3 and 6 are being met by licensed facilities; and,
- only 5% of elementary school-aged children are accommodated in a licensed facility.

Ninety percent of British Columbia children (264,747) are in one or more of the following

1 Ministry of Finance, Family Population Projections based on Statistics Canada's Social Policy Simulator Database/ Model (SPSD/M)

2 Ministry of Social Services and Housing (Source: Central Statistics Bureau 1990 estimates from 1986 census data).

3 Indian and Northern Affairs Canada, Highlights of Aboriginal Conditions, Part II Social Conditions, p.12.

4 Statistics Canada.

5 Statistics Canada.

6 Ministry of Advanced Education, Training and Technology, 1990 Environmental Scan, (Source: Statistics Canada).

7 Statistics Canada, Catalogue 13-601, July 1989.

situations: informal family day care; in the care of a family member, relative or nanny; in illegal care, or in self-care. Because statistics are only kept on the number of licensed spaces in the province, there is no way of differentiating between children in informal and in-home care and children in illegal care or in self-care.

Parents indicate that they have considerable difficulty in finding quality care, particularly for infants and toddlers. Few parents have the resources to engage a nanny, to delay choosing a care arrangement until they find one that satisfies their concerns about quality or to remain at home with their children. The decision that most parents face is weighing their anguish about inadequate care against the need to earn a living that will support their family.

THE IMPACT

We do not know how many of our children are in substandard care.

The limited choices parents have regarding the care of their children can result in jeopardizing the safety, health and well-being of the child, as well as creating parental anxiety and stress. Parents do have an important responsibility in assessing the adequacy of care that their children receive. Parents can access materials that assist them to make informed decisions about quality care, they can interview perspective caregivers and, to a limited degree, observe the care their child receives in the home. However, most parents are not in a position to actively monitor care except when bringing their child to day care or picking them up. This would be less of a concern if there was sufficient licensed or regulated child care to truly allow parents a choice.

The dangers to children in self-care are evident. The dangers to children in illegal care may vary depending on the situation. Children may be endangered in homes that do not comply to health and safety standards, or that have too many children to allow for adequate supervision and interaction.

There are also real risks for illegal caregivers: caregivers may be found liable, should a child be injured while in their care. While some illegal caregivers choose not to be licensed because they are intimidated by the licensing process, many choose not to apply for licensing so that they do not have to declare their income. As a result, parents with children in illegal care cannot get receipts and cannot claim for child care deductions on their income tax returns. These illegal caregivers are also less likely to accept subsidized children for the same reason.

The child care shortage, to a large extent, is an invisible problem felt painfully by parents with young children and by the child care community. Parents whose child care arrangements have broken down go to extraordinary lengths to patch together temporary arrangements until more suitable arrangements can be found. Most employers are unaware of the stresses that their employees face in trying to ensure that they have reliable child care. Paradoxically, while the problem is invisible to many people, considerable public support exists for making child care available on a broad basis.

THE BARRIERS

Expansion of child care is hampered by a lack of mandate and infrastructure, insufficient funding, a shortage of trained staff and a complex licensing process which inhibits the creation of flexible child care delivery models.

No one provincial ministry has the responsibility to oversee the development, delivery and support of a full range of child care options.

Currently, five ministries are either directly or indirectly involved in some aspect of child care delivery:

- **Ministry of Social Services and Housing:** subsidies to low income families, special needs day care, day care grants and day care support program;
- **Ministry of Health:** administration of the Community Care Facility Act and the Child Care Regulation, and funding for therapy services to child development centres;
- **Ministry of Advanced Education, Training and Technology:** funding of early childhood education and training programs through post-secondary institutions;
- **Ministry of Provincial Secretary:** provision of lottery funds to assist development of new spaces and to secure existing spaces; and,
- **Ministry of Municipal Affairs, Recreation and Culture:** in relation to municipal and regional district governments and their application of bylaws.

The lack of a comprehensive mandate and planning infrastructure has resulted in fragmented programs, service gaps, insufficient and inaccurate program information, lack of coordination between programs, unnecessary complexity, lack of resources and lack of public accountability.

The current system is in no way capable of effectively responding to the diverse child care needs of British Columbia families especially those in rural and isolated areas, native families, immigrant and visible minority families, special needs children, families with atypical hours or work patterns, families with an acutely ill parent, families with mildly ill children or families in crisis who require emergency care.

The amount and mix of existing funding is insufficient to expand child care or even to stabilize and improve existing services.

Child care is funded primarily by parent fees including subsidies paid on behalf of low-income parents to assist with the cost of care. Subsidy levels directly influence the fees charged for child care but do not generally match the real cost of care. In some instances, the surcharge for subsidized care (the difference between the subsidy and the actual cost of care) may be up to $200 per month.

This limits access by subsidized parents, who may not be able to afford the difference between the fee charged and the amount of subsidy received. In addition, some home-based and commercial child care operations refuse to accept subsidized children because subsidies are paid in arrears.

British Columbia is the only province that does not have some form of operating grant. Approximately 85% of the operating costs for a child care centre are in staff salaries. Low wages of child care staff are directly related to insufficient funding. This in turn creates problems in recruitment and retention of trained staff.

Existing capital funding programs have not resulted in any sizable expansion of child care spaces and are primarily used to maintain viability of existing spaces.

Non-profit child care centres make up the difference between available income and actual cost

through a variety of ways, for example: fund-raising activities, support from charitable organizations, volunteer labour and donated services. Paradoxically, child care is both dependent on volunteering (parent boards, volunteer labour, etc.) and an essential support to volunteer activities.

Low child care staff salaries and lack of benefits contribute to staffing shortages. Lack of coordinated training programs, and lack of baseline data about staffing needs make planning for child care expansion precarious.

In Vancouver, salaries for qualified staff range from $6.48 to $12.77 per hour and average at $8.49; supervisory staff salaries range from $7.95 to $14.64, averaging $10.80 per hour. These low salaries are generally matched by limited benefits. Vancouver salaries are on average much higher than salaries in other parts of the province. It has been noted that we pay people more to park our cars and care for animals in zoos than we do to care for our children.

Child care staff are predominantly women: their wages are lower than wages of other comparably educated women and dramatically lower than wages paid to comparably educated men. The wages paid to the people who nurture our children are an indicator of the value we place on our children.

It is essential that families that require child care have access to options supported by trained child care staff. If salary levels are improved and a child care expansion program is undertaken, it will become critically important to remove barriers to accessing training and to rationalize and streamline the existing training programs. Access is impeded by lack of recognition of some aspects of formal training, by a lack of recognition of skills and knowledge gained through means other than formal training and by a need for more non-traditional program delivery, particularly in the rural areas of the province.

Access to current training programs is uncoordinated and inconsistent. As a result:

- students receiving training through non-college programs generally receive no credit for their training on entering a college program;
- students who complete family day care and out-of-school training programs receive no credit on entering basic early childhood education programs;
- credit transferability is not guaranteed from one college to another; and,
- graduates of college programs generally receive no credits if they enter university degree programs.

There is little incentive for child care staff to get infant/toddler or special needs training as there is a negligible, and in some cases a negative, salary differential. As a result, qualified staff for these programs are at a premium, as are sufficient qualified faculty to teach post-basic training.

Child care operators continue to identify the critical shortage of trained staff as evidenced primarily by ongoing difficulties in recruiting to fill vacancies. Unfortunately, there is no simple way of knowing how many early childhood education personnel are required because there is no tracking system that links licensed spaces with staff certification and there is, consequently, no way of gauging the impact of staff turnover.

As of March 1990, there were 4473 certified early childhood educators in the province, but there is no means of knowing how many are employed as caregivers. Early childhood education personnel are also employed as early childhood education instructors, licensing personnel, and infant development personnel. In addition, because of low wages we continue to lose staff to other more lucrative fields of employment. A conservative estimate would suggest that 3350 early childhood education staff are required at this time.

This lack of baseline information makes planning an exercise in speculation: without knowing if we are meeting current needs, it is difficult to plan for expansion with any degree of certainty. Planning for the staffing and training needs of an expanded child care system is a critical need.

Existing curricula does not effectively support the delivery of a comprehensive continuum of services.

Existing curricula is focused primarily on caring for typical children in the three to five age range. Additional post-basic courses can be taken which address the care of infants and toddlers and special needs children. Training programs addressing the needs of six to twelve year olds are not consistently available and are not accepted as credit courses.

Many children have exceptional care needs. Children with special physical, developmental, and emotional needs, children from a variety of cultural and ethnic backgrounds, and children from socially disadvantaged families all have unique needs. All child care staff should have access to training that equips them to effectively respond to a range of needs and to successfully integrate exceptional children.

Training should be expanded to provide opportunities for informal caregivers to develop and strengthen skills and knowledge. Generally, licensed family day caregivers and out-of-school caregivers are not required to have training beyond basic first aid. Family day care and out-of-school care training is only available on a non-credit basis in some parts of the province.

Family day care providers are often women who have considerable child care experience, having raised their own families. Current training is perceived to be targeted to younger women, with more limited experience. To make training attractive to this group of caregivers, a mature student focus should be developed.

The existing licensing process can create bewildering obstacles to prospective caregivers.

There is strong support for government continuing its role in ensuring that there is an established and maintained standard applied to the care of our children. The challenge is to ensure that the regulations and the licensing process protect the health, safety and well-being of children without unnecessarily restricting or inhibiting the development of new child care spaces and flexible models. Licensing requirements that are too restrictive may result in the further expansion of the underground illegal child care market.

There is a lack of linkage between provincial regulations and the administration of municipal bylaws. The lack of interface between these two bureaucracies may act to discourage caregivers from starting a licensed program. This lack of interface is exacerbated by insufficient, understandable information for prospective caregivers, delays in the licensing process, restrictive interpretation of municipal bylaws as they apply to child care operations, and insufficient staff resources able to provide proactive assistance and ongoing support to caregivers.

The licensing process should be seen as a means of facilitating the expansion of quality child care which protects the health, safety and well-being of children. The process must be sensitive to the needs of different caregiver groups and provide them with proactive assistance.

THE STRATEGY FOR MOVING FORWARD

The expansion of quality, affordable, accessible child care will require the development of a comprehensive strategy, supported by a clearly articulated mandate and a diversified funding base aimed at: stabilizing the existing supply; removing barriers to expansion; and creating new partnerships.

A. Establish a mandate which ensures effective planning and coordination and the means to deliver a comprehensive continuum of quality child care services.

The delivery and expansion of accessible, affordable, quality child care requires the articulation of a mandate and the creation of a delivery vehicle which will:

- enable the development, delivery and support of a continuum of quality care options;
- be able to respond effectively to community needs and initiatives;
- result in the coordination and simplification of the existing system;
- make the most efficient use of resources;
- be publicly accountable; and,
- incorporate ongoing monitoring and evaluation of clearly articulated measurable objectives.

The recommendations related to the achievement of this objective are of the highest priority and provide the framework for all other aspects of the child care stabilization and expansion strategy. (For a more detailed discussion of these recommendations see complete report – Mandate and Means.)

THE TASK FORCE RECOMMENDS THAT:

A.1. the provincial government accept as its mandate the responsibility to develop, deliver and coordinate an adequately funded, comprehensive, high quality child care system that is accessible and affordable to British Columbia families;

A.2 Women's Programs be identified as the lead ministry responsible for overseeing the implementation of the short and long term goals identified in this report and that this role be reviewed in five years;

A.3 an authority such as a board, commission or council with representative community input, reporting to the Minister Responsible for Women's Programs, be created. And that the authority be given the overall responsibility and accountability and adequate staff resources to expand child care including: establishing provincial priorities, planning, program development and implementation, development of a comprehensive data collection and analysis system, monitoring and evaluation; and,

A.4 the provincial government work toward enshrining its child care mandate and delivery system in legislation.

B. Deliver a continuum of quality child care options responsive to community strengths, needs and priorities.

A continuum of quality care options should include full and part time programs, such as licensed family day care, group day care (both community and workplace based), nursery school, parent/child drop-in programs (eg. "family places") and parent resource and information services. As well, innovative programs should be provided which respond to the unique circumstances faced by rural, multicultural, aboriginal, and special needs children, and parents with extended or irregular hours of work or emergency child care needs.

Effective delivery of such a continuum will result when communities are assisted with needs assessments, and the planning and implementation of programs that respond to their specific needs.

The two key considerations for effective delivery are the need for integrated, inclusive child care and the need for flexible approaches, capable of quickly adapting to changing needs. Development of these types of services must occur in a community-based context that enables maximum use and coordination of existing resources and the capacity to identify needs and plan for additional resources. Community-based planning is essential to maximizing the proposed injection of new capital programs. (For a more detailed discussion of these recommendations see complete report – Delivery Considerations and Mandate and Means).

THE TASK FORCE RECOMMENDS THAT:

B.1 the provincial government, under the auspices of the proposed child care authority, initiate a process to develop community-based child care development boards to plan, coordinate, develop and deliver services which reflect community strengths, needs and priorities:

B.2 such boards should complement, not duplicate, existing community organizations;

B.3 through such boards, the following community-based resources and supports be developed as needed:

- administration, financial management and board development for non-profit societies;
- information, resource and referral services for parents, child care providers, employers and others in the community;
- information and resources for development and start-up of new child care programs;
- agency support to informal and licensed family day care programs;
- consultation, and where appropriate, therapeutic services to programs to support the integration of children with special needs; and,
- support and resources to assist programs in responding to children's and families' cultural diversity.

B.4 the proposed child care authority, or until it is established, Women's Programs, initiate pilot projects to develop innovative responses to exceptional care needs, with priority given to rural child care delivery and non-traditional and extended hours of work;

B.5 the proposed child care authority, or until it is established Women's Programs, initiate pilot projects to develop aboriginal "owned and controlled" child care programs which are culturally appropriate and reflect the diverse cultural values of the aboriginal communities;

B.6 the proposed child care authority, or until such an authority is established, Women's Programs, establish an aboriginal working committee on child care, responsible for presenting specific recommendations to ensure the ongoing development of community-based quality child care reflecting aboriginal values based on the guiding principles outlined in the complete report – Delivery Considerations and including

the current aboriginal achievements in the child care field; and,

B.7 the proposed child care authority gives high priority to reviewing and developing administrative models for delivering family day care support services to licensed and informal family day care homes.

C. Increase funding and diversify funding mix to support the development, ongoing viability and quality of a continuum of child care options.

There is no simple solution to increasing the supply of quality, affordable, accessible child care. A funding strategy is required which will stimulate the creation of a variety of different models of child care and provide the financial resources necessary for expansion. It must be based on a partnership between parents, community and government.

The recommendations outlined below describe funding initiatives aimed at accomplishing the following objectives:

- stabilizing and improving existing services;
- providing for on-going financial and administrative viability for existing and new services;
- maximizing affordability of quality services;
- providing improved capital funding to create spaces;
- maximizing the use of existing publicly funded services and facilities; and,
- providing for community-based planning and support services.

Funding Strategy:

It is necessary to take immediate steps to stabilize existing child care services, to expand services of high need and to ensure that services are accessible to low income families.

The following recommendations do not presuppose that these measures are the most appropriate for ensuring the long term development of quality child care options as envisioned by the Task Force. The funding recommendations which follow describe the role of the provincial government in funding child care. (For a more detailed discussion of these recommendations see the detailed report – Financing and Funding Mechanisms).

THE TASK FORCE ON CHILD CARE RECOMMENDS:

C.1 an immediate introduction of a significant increase in the existing day care subsidy rates to more accurately reflect the cost of care. A preliminary assessment by the Task Force recommends the following percentage increases:

30 - 35% for children 0 to 3 years;

25 - 30% for children 3 to 5 years; and,

10 - 15% for school-aged children;

C.2 an immediate increase in the income exemption level toward the maximum allowable under Federal cost-sharing regulations;

C.3 an immediate implementation of direct operating grants for existing centre-based infant and toddler programs and new non-profit infant and toddler programs; and,

C.4 enriched capital funding be provided to non-profit societies for construction, renovation and purchase of child care facilities; and,

C.5 development of appropriate capital funding programs to support the implementation of a continuum of care options outlined in Section B.

The following recommendations cover a range of financial considerations which must be addressed. Communities should be able to access an appropriate mix of funds to meet their particular needs.

Operating

Funding to cover operating costs should be targeted to stabilizing existing services and ensuring the quality of new child care services.

THE TASK FORCE RECOMMENDS THAT:

C.6 the provincial government introduce salary enhancement grants to raise staff salaries to a level which reflects training and responsibility. That the proposed child care authority give top priority to developing appropriate mechanisms for an accountable delivery system including the question of eligibility of existing owner-operators and family care providers.

Capital

Capital funding initiatives should be introduced to stimulate both immediate and ongoing expansion of child care.

THE TASK FORCE RECOMMENDS THAT:

C.7 the proposed child care authority, or until it is established, Women's Programs establish a target and appropriate capital funding for the expansion of spaces over the next three years;

C.8 funds be made available to relevant ministries for construction, renovation, retrofitting and occupancy costs of child care facilities in new and existing buildings used by provincially funded services, (eg. schools, colleges, and hospitals) and that the development of on-site child care in school settings be established as a priority;

C.9 to meet immediate or emergency needs, adequate funds be set aside for a three year period, to purchase and place modular prefabricated units to be operated by non-profit societies and maintained and managed by British Columbia Buildings Corporation;

C.10 the provincial government provide an annual grant directly to non-profit group day care programs and to family day care centres through family day care support programs, for maintenance and acquisition of equipment;

C.11 program budgets and grant ceilings for those funds currently available for start-up costs for new programs, and emergency renovations, relocation and repair for existing programs be increased for both centre-based and family care; and,

C.12 low-interest loans, through existing small business and home renovation loan programs, be made available to renovate and repair family day cares and existing owner/operator centres to meet licensing standards.

Administration and Infrastructure

Funding is required at the provincial, community and program level to enable the flexible delivery of a continuum of care options that take into account a variety of needs.

THE TASK FORCE RECOMMENDS THAT:

C.13 the provincial government, under the auspices of the proposed child care authority, provide funding for the community-based development boards and related resources and supports as described in Section B;

C.14 the Ministry of Social Services and Housing provide an administrative fee to child care programs that accept subsidized children to offset the processing cost to the operator;

C.15 the Ministry of Social Services and Housing provide a recoverable entry fee or deposit for subsidized children where such a fee is normally required by the program;

C.16 the funding provided to community colleges by Ministry of Advanced Education, Training and Technology to deliver and support early childhood education and training programs, be linked to expansion goals and provided on a targeted basis to increase the number of available seats in Early Childhood Education programs; and,

C.17 the provincial government provide funding to existing and new non-profit family day care support programs to recruit, support and monitor caregivers.

As the needs to which the recommendations above pertain are addressed, it is recognized that there is the potential for an unnecessarily complicated set of programs.

THE TASK FORCE THEREFORE RECOMMENDS THAT:

C.18 the proposed child care authority have as a top priority the review of all funding mechanisms and if necessary develop a new comprehensive funding system that is efficient, coordinated, accountable and supports a continuum of care options which are responsive to community needs. (See complete report – Delivery Considerations).

D. Provide and expand sufficient, accessible early childhood education and training programs through a continuum of training opportunities.

The quality of child care is directly related to the knowledge, skills and experience of caregivers. Training is the most effective way of ensuring a consistent standard of care. The success of child care expansion will depend on the support of sufficient, accessible training programs. (For a more detailed discussion of these recommendations see the complete report – Child Care Staffing Issues).

THE TASK FORCE RECOMMENDS THAT:

D.1 the Ministry of Advanced Education, Training and Technology, in conjunction with the proposed child care authority:

a) develop a continuum of training and educational programs, from individual caregiver training for specific services through to professional programs for administration/policy development/ research, with multiple entry and exit points;

b) maximize transferability of education and training programs amongst educational institutions;

c) fund demonstration child care centres as part of training programs and provide support to community-based practicum sites;

d) expand open learning opportunities;

e) develop provincial curricula for family day care and school-age child care training and increase the availability of such training; and,

f) develop assessment mechanisms to enable students with prior theory and practice experience to either challenge or be exempted from individual course requirements, excluding supervised practicums;

D.2 the Ministry of Advanced Education, Training and Technology, in collaboration with the proposed child care authority examine the content and length of the training programs to ensure adequate preparation for the demands of the job; and,

D.3 the Ministry of Advanced Education, Training and Technology, in collaboration with the proposed child care authority expand the availability of opportunities for continuing education and in-service training for child care staff.

E. Ensure the development of a comprehensive early childhood education curricula which reflects the diverse needs of children and families.

Early childhood education and training should enable caregivers to provide a nurturing, healthy, safe and stimulating environment responsive to a variety of needs related to: age, family background, cultural diversity and special physical, developmental and emotional needs.

THE TASK FORCE RECOMMENDS THAT:

E.1 the Ministry of Advanced Education, Training and Technology review Early Childhood Education basic curricula to ensure that it reflects and values cultural diversity;

E.2 the provincial government develop a strategy to identify and remove barriers to recruiting native and ethnic caregivers, and to increase their representation in all early childhood education and training; and,

E.3 the Ministry of Advanced Education, Training and Technology revise the Early Childhood Education basic curricula to integrate introductory components on infants, toddlers and special needs children as an integral part of basic training.

F. Ensure that government legislation, policies, procedures and licensing processes do not create unnecessary barriers to access or provision of quality child care options and develop legislation, policies and procedures which result in increased quality child care options.

The regulatory framework governing the provision of child care sets a minimum standard for the care of our children and provides a baseline against which parents can judge the quality of care and caregivers can plan for basic performance. Any changes to the regulatory framework should be balanced against the principle that the health and safety of children are the primary consideration.

THE TASK FORCE RECOMMENDS THAT:

F.1 the Ministry of Health, in conjunction with the proposed child care authority, or until it is established, Women's Programs, appoint a working group comprising key ministry staff, parent, child care and employer representatives to review the Community Care Facility Act and the Child Care Regulation to determine if changes can be made which will remove barriers to expansion while continuing to develop positive standards of care, with particular reference to flexible models to meet community needs and flexible age groupings in family day care homes. (See the complete report – Creating New Partnerships and Strengthening Existing Ones);

F.2 the Ministry of Health increase the number of licensing officers to ensure that expansion of child care is not inhibited by lack of licensing staff and to ensure that staff have the time to adequately monitor and support child care facilities in their communities. (See the complete report – Regulating Child Care);

F.3 the Ministry of Health ensures that licensing officers have skills and training that support their work in child care settings. (See complete report – Regulating Child Care);

F.4 the Ministry of Health provide support and assistance to Medical Health Officers and municipal officials to develop understandable information packages to assist potential caregivers with the licensing process. (See complete report – Creating New Partnerships and Strengthening Existing Ones);

F.5 the proposed child care authority, or until it is established, Women's Programs, establish a committee involving the Union of British Columbia Municipalities, the Ministries of Municipal Affairs, Recreation and Culture, and Health to review legislation and local government practices with respect to child care facilities and to bring forward recommendations regarding:

a) existing municipal bylaws and their impact on expansion;

b) establishment of a municipal child care development fund;

c) the possibility of including, at the planning stage, for child care facilities in new developments, where appropriate;

d) the possibility of including space for child care in new or renovated municipal buildings, where appropriate;

e) interpretation of municipal bylaws in a way which assists and encourages the development of licensed family day care in neighborhoods zoned for single family dwellings;

f) common approaches to business license fees, property taxes, inspection fees, etc.; and,

g) other issues as introduced by any of the members. (See complete report – Regulating Child Care and Creating New Partnerships and Strengthening Existing Ones);

F.6 the Minister of Municipal Affairs, Recreation and Culture introduce changes to the Municipal Act to give municipalities the discretion to create bylaws requiring spaces for the provision of child care and/or levying development charges for child care in developments. (See complete report – Creating New Partnerships and Strengthening Existing Ones);

F.7 the Ministry of Social Services and Housing, in collaboration with the proposed child care authority, develop a proactive approach to delivery of the subsidy program that results in increased accessibility and increased awareness of the Ministry's child care programs. (See complete report – Financing and Funding Mechanisms);

F.8 the provincial government investigate the feasibility of introducing tax incentives available to low income families to assist parents who wish to stay at home with their children. (See complete report – Financing and Funding Mechanisms); and,

F.9 the Ministry of Social Services and Housing broaden the terms of reference of the Special Needs Program review to expand the members to include parents, self-help and community service agencies and child care workers.

Government has a dual role as a public policy maker and as an employer to ensure that its policies do not unnecessarily restrict access to child care or inhibit the development and expansion of child care.

Government can show leadership to the private sector by developing and demonstrating initiatives that assist its employees to balance work and family responsibilities.

THE TASK FORCE RECOMMENDS THAT:

F.10 the provincial government review all legislation, regulations, policies and procedures affecting personnel practices, to minimize the barriers to balancing family and work responsibilities and to develop proactive policies which enable workers to meet their family and work responsibilities. (See complete report – Creating New Partnerships and Strengthening Existing Ones);

F.11 the Minister of Labour and Consumer Services introduce amendments to the Employment Standards Act that will result in maternity leave equal to or greater than the period covered by the Unemployment Insurance Act. (See complete report – Creating New Partnerships and Strengthening Existing Ones);

F.12 the Minister of Social Services and Housing introduce changes to the GAIN policy to give single parents with dependent children the choice regarding employment outside the home. (See complete report – Creating New Partnerships and Strengthening Existing Ones); and,

F.13 the provincial government take a leadership role with the federal and municipal levels of government to resolve jurisdictional disputes by developing a protocol to enable development of child care on reserve. (See complete report – Delivery Considerations).

G. Introduce initiatives and establish and strengthen partnerships to stabilize the existing child care base and support quality, accessibility and affordability in an expanded child care system.

The expansion of child care will require drawing on a broader range of resources and looking for new creative approaches. Partnerships can be developed with: municipal and regional district governments, business and labour, schools, the federal government, the philanthropic community and communities of interest such as the disabled, native, immigrant and visible minority communities.

THE TASK FORCE RECOMMENDS THAT:

G.1 the provincial government undertake immediately to lobby the federal government to enact a National Child Care Act, which provides cost-sharing for capital, operating and administrative costs associated with child care. (See complete report – Creating New Partnerships and Strengthening Existing Ones);

G.2 the proposed child care authority develop a strategy to stimulate employer involvement in child care expansion. (See complete report – Creating New Partnerships and Strengthening Existing Ones);

G.3 the proposed child care authority, in conjunction with the Ministry of Education and the British Columbia Association of School Trustees, give high priority, to developing a strategy to expand school involvement in the delivery of on-site child care. (See complete report – Creating New Partnerships and Strengthening Existing Ones);

G.4 the proposed child care authority develop a public education strategy to stimulate community involvement in child care expansion; and,

G.5 the proposed child care authority consider the child care issues related to federal legislation and policies and develop an agenda for discussion at the federal/provincial/territorial level. (See complete report – Creating New Partnerships and Strengthening Existing Ones).

THE BENEFITS

Child care contributes an estimated $350 million annually to the Gross Domestic Product of British Columbia, as well as considerable benefits to children, families, communities and employers. The expansion of child care will result in a corresponding increase in the Gross Domestic Product.

To a substantial extent the growth of the British Columbia economy over the past several decades has involved increasing participation of women in the provincial workforce, from 218,000 in 1966 to 701,000 in 1989 — an increase factor of 3.2. Women's employment is key to much of the economic output of the province: women earned approximately $11 billion in 1989. The importance of expanded female participation in the labour force is underlined by emerging labour shortages: women, disabled and visible minorities will make up the majority of new labour force entrants in this decade.

Child care plays an important role in facilitating the participation of women in the workforce, particularly women with children under six. The availability of child care is a key factor in facilitating the earnings of roughly $1.6 billion annually by British Columbia women in this cohort.

Child care in itself is an important economic activity resulting in total annual payments of roughly $350 million. Approximately 85% of this amount goes to wages, salaries and benefits of child care workers. These payments in turn are respent in the economy with an overall further impact of $150 million.

By conservative estimate child care provides at least 15,000 paid full time jobs. Respending of child care worker salaries likely introduces a further 3000 jobs in the British Columbia economy.

The creation of new centre-based child care spaces and the renovation and retrofitting of existing facilities will impact capital investment. Economically this type of activity provides an excellent counter-cyclical impact. Further, the economic activity occurs across the province, not just in one or two regions, spreading the benefits to all British Columbians.

There are considerable intangible benefits to children, families and employers which result in savings associated with not having to provide remedial programs and decrease in productivity losses. The benefits of providing child care to low income families outweighs the costs of supporting them in the welfare system. The availability of child care is a key ingredient in enabling single parents to take advantage of education, training and employment opportunities.

All children can benefit from attending a quality child care program. In particular, disadvantaged children who take part in quality preschool child care programs are more likely to succeed in school, and less prone to dependency, handicapping conditions, psychological problems, and even crime (Edelman, p.346). Several studies have estimated that a $1 investment in quality preschool education will result in taxpayer savings ranging from $4 to $6.

The availability of accessible, affordable child care is also a major determinant in reducing job tardiness and absenteeism, and in increasing productivity. The Union Bank in Pasadena, California estimates that its on-site child care centre saved the bank $168,000 in the first year. (Source: Vancouver's Business Report, January, 1990).

IN SUMMARY

All British Columbia families need some form of child care. Providing quality child care will bring both social and economic benefits to all British Columbians. Most of all, the provision of a continuum of quality child care options will demonstrate through action, our commitment to caring for our children, our most valuable resource.

MINORITY REPORT

CHILD CARE TASK FORCE

MRS. KATHLEEN HIGGINS
PRESIDENT WESTCOAST WOMEN FOR FAMILY LIFE

CHARLES LASSER
MAYOR CHETWYND B.C.

JANUARY 1991

Minority Report:

CHILD CARE TASK FORCE

Having reviewed the basic assumptions and major recommendations in the Report of the Task Force on Child Care, and keeping in mind the purpose and terms of reference of the task force, we find it necessary to submit a minority report.

THE NEEDS OF PARENTS AND CHILDREN

Point 1(a) in the terms of reference requires the task force to "recommend to the Minister within six months, policies and programs which will increase the number of child care spaces, and ensure that child care in British Columbia is affordable, accessible, of high quality and appropriate to the needs of parents and children."

"Child care spaces" in the terms of reference must be understood to include care of children in their own homes by their mothers and fathers. With this in mind, the needs of parents and children are:

- that society respect the integrity of the family,
- that all levels of government recognize the authority and responsibility of parents as the primary nurturers of their own children,
- and that government child care policy ensures that the "high quality" care of mothers caring for their own children is "accessible" and "affordable" for British Columbia families.

The task force report does not recognize these needs of parents and children. On the contrary, the report urges the provincial government to accept responsibility to develop and coordinate an adequately-funded, comprehensive child care system. Child-care is assumed to mean non-parental care. It is further assumed that because more and more mothers are working outside the home (even though the majority of mothers with pre-school children are home full time or work only part-time)[1], there is nothing that can or should be done to reverse this trend. A further assumption is that, regardless of the financial circumstances of a family, if both parents in that family decide they want substitute care for their children, it is the government's responsibility to provide a range of options – a "continuum of care" for the family. It is assumed that government help with child care should not be restricted to low income families. There is no differentiation between the "needs" and "wants" of families. Nor is there any recognition by the task force that having the government accept child care as a "public good" similar to the public transportation system or the education system fuels the demand for child care. This is so not only because higher taxes make it harder for one-income families, but also because social policies have an educative effect; families are encouraged to become dependant on government supported and monitored child care facilities.

We must recognize that the care of children is the right and responsibility of the children's parents in most cases. Keeping this principle in mind, instead of advocating the creation of a government funded and regulated child care system which provides a continuum of services and programs, the first priority must be to end the discriminatory nature of the present system which helps only low income families who choose non-parental care for their children, gives a higher subsidy to parents choosing day care centers rather than more home-like settings[2] and offers no help to low income families who want to

care for their own children by having the mother care for them full time.

The following recommendation, if implemented, would address the needs of parents and children in this area:

RECOMMENDATION #1

Institute a British Columbia child tax credit for low income families similar to the B.C. Renter's Credit. The refundable credit would replace the current subsidy system and would be calculated on a sliding scale depending on the income and number of children in the family.

The tax credit would be fairer than the current system in that low income families would be treated equally by the government whether the parents chose to care for their own children, to have a relative or neighbor provide substitute care or whether a larger center was chosen. It is interesting to note that, instead of stating that a B.C. child tax credit is a priority, the report recommends only that an analysis be undertaken to determine if the idea is feasible. The implication is that other recommendations (direct operating grants, capital grants for day-care centers, funding for more salaries for government licensing officers and more funding for education of child care workers) must be accepted as priorities by the government but we may not be able to afford a tax credit for low income families.

The argument that a tax credit to low income families is as much a "cost" to government as operational grants to day care centers is invalid. Families have a right to a wage which will enable the mother to care for her own children. The government does not have the right to tax families above what is necessary for the family to maintain itself on one income.

The funding priorities of the government must be the reverse of those articulated in the task force report. We must reject any suggestion that "professionals" are more likely to be informed and sensitive towards a child than the child's own parents. The government must accept the principle that children are entitled to be cared for by their parents and that our society is in need of change to the extent that its laws and policies and values hinder parents from caring for their own children.

BARRIERS TO EXPANSION

Point 1(b) in the terms of reference requires the task force to "analyse barriers to the expansion of child care and identify ways to overcome these barriers, including the roles and responsibilities of each level of government."

All levels of government must recognize that their "responsibility" for child care is very much limited to a subsidiary role – that mothers and fathers, in their capacity as parents, must normally be considered the "child care experts" when it comes to the care of their own children.

The task force report fails to acknowledge the limits to the government's role in child care or to give adequate recognition to the authority and judgment of parents in child care.

Instead of recommending ways to better recognize parental authority in the monitoring and control of substitute care being given to their children, the report recommends more government licensed care as the preferable arrangement.

If parents are encouraged – or forced – to rely on others for the provisio[illegible]d monitoring of child care, the following barriers to the expansion of child care result:

1) To the extent that limited tax funds are used to train and pay the salaries and benefits for child care workers and government licensing officers, less direct help is available for needy families.

2) Over-regulation is a barrier to child care expansion. People willing to care for children who would be the parent's first choice for substitute care are prevented from doing so.

3) The cost of government's attempting to do something for families which families are best able to do for themselves contributes to government's need for high taxes which makes it

harder for families to provide their own quality child care (i.e. full time care by the children's own mother).

Instead of encouraging more government licensing and regulation as the way to increase child care spaces, the following recommendations should be accepted by the government:

RECOMMENDATION #2

Recognize the authority of parents. Acknowledge that parents have the main responsibility for monitoring substitute care given to their children.

RECOMMENDATION #3

Change the current British Columbia regulation which requires that anyone caring for more than two children must obtain a license. Make licensing voluntary, a quality standard which parents may or may not require of the caregiver.

RECOMMENDATION #4

Change the current British Columbia regulation which does not allow a relative living with a family to qualify as a caregiver for the purposes of the family receiving government help with child care costs.

RECOMMENDATION #5

With changes to the employment standards act encourage employers to collaborate with employees so that employment can be adapted to family responsibilities, with parental care for children being the goal as much as possible.

Recommendation #2 is a basic principle accepted in a healthy society which results from recognizing the family as the basic cell in society. Parental-monitored arrangements where no government regulation is involved must be accepted as legitimate and in fact desirable. The presumption that parents are incapable of monitoring child care and that only government employees can recognize "quality care" must be rejected as infringing on the rights of parents to decide what constitutes quality care. Statistics included in the report purporting to show a child care "crisis" because the number of government licensed spaces is much less than the number of children whose mothers work part or full time are misleading. The implication is that only government regulated care is likely to be "quality care". And yet the Canadian Advisory Council on the Status of Women found that "licensing alone is an unreliable and inadequate instrument for the quality of care; furthermore, surveillance is costly."[3]

And in an April 1989 Decima Research poll 56% of respondents wanted "informal" or exclusively parental-monitored arrangements by relatives, neighbours or nannies.[4]

Recommendation #3 flows from #2. B.C. has the most restrictive policy in Canada regarding the number of children an adult may care for without a government license. In contrast to B.C.'s two-child limit, most jurisdictions allow at least four children to be cared for before a license is required. Changing the regulation to make licensing voluntary, as in Saskatchewan, would give more authority to parents, open more spaces, and acknowledge that the provincial government is not responsible for monitoring all the substitute care given to children.

Recommendation #4 would help young single mothers who could live with their own parents. It would allow more infants to be cared for by their grandparents which, considering the needs of infants for one to one interaction, and the needs of young single mothers for support, is a necessary policy change.

Recommendation #5, encouraging employers and employees to collaborate, is a process that will help put employment responsibilities in perspective so that the "job" is forced to adapt to the family instead of vice versa.

Measures such as allowing employees to work out of their homes, allowing employees to work flexible

hours or part time, allowing employees to job share (whenever these options are possible) should be encouraged by adding sections to the Employment Standards Act which facilitate them. In this way more families will be able to spend more time together.

THE CHILD CARE SPACES WHICH WILL BE NEEDED

Point 1(c) requires the task force to "determine the increase in the number of child care spaces which will be needed in the short and long term."

Much of the task force report discusses the economic benefits of government funded child care and the need for women – including mothers of young children – in the paid work force. The implication is that the work performed by mothers in the home is not as important to society as paid work outside the home. This false and shortsighted approach is partly responsible for the labour shortage we are in fact facing because as the prestige of motherhood has declined so has Canada's birthrate with the resulting aging population.[5] We must affirm instead that jobs outside the home and tax policies exist to serve families. Mothers do not exist as a labour pool or as a source of tax revenue to keep the economy and the government operating!

Recommendation #1, the tax credit for low income families, if accepted as the priority for improving child care in British Columbia, will not only allow more families to provide their own high quality care, but it will create substitute care spaces due to the lessening in demand for such spaces. In Czechoslovakia, which provides a maternal allowance for mothers of infants and toddlers, over 80% of the mothers choose to stay home with their children.[6]

ORDERLY GROWTH

Point 1(d) in the terms of reference requires the task force to "plan the orderly growth and expansion of child care over short and longer term time frames."

In addressing this point, child care must be understood to include parental care. Government must offer non-intrusive help to families in need; that means

- substitute care must not be encouraged over parental care,
- government licensed and regulated facilities must not be supported over parental-monitored substitute care, and
- only families in need must be eligible to receive government help.

Recommendation #1, a B.C. child tax credit to all low income families would respect all of the above principles.

The majority report however, recommends measures opposed to the above principles, such as:

- significant increases in the day care subsidy rate and in the income exemption level for maximum day care subsidy. This would give further incentive to more families to use non-parental care while doing nothing for low income families who want to care for their own children.
- direct operating grants for day care centers. This would favour larger institutions instead of letting parents decide for themselves what is best for their children, and would subsidize all center users, not just low income families wanting day care.
- capital grants (including start-up, renovation and repair grants) to day care centers and annual grants to government regulated family day homes. These measures would further subsidize all users of government regulated facilities, discriminate against families who choose other options –

including home care and parental monitored care – for their children.

- funding for administration, infrastructure and child-care resource boards. This will mean tax funds going into funding a "system" – a bureaucracy – rather than going directly to needy families so the families themselves can decide how best to help themselves.
- funding for more courses for day care workers at colleges and universities. Again, this is funding for a "system" instead of non-intrusive help to families in need.
- funding for salaries for more government employees to license and monitor substitute care. This item could in fact help cause a shortage in substitute care due to over-regulation.
- funding for child care facilities when a publicly funded body develops a new building. This measure would subsidize all people using the child care center in the new building instead of targeting the help to the needy. It will also favour institutional types of child care over more home-like settings.
- forcing the school system to become involved in the delivery of on-site child care. This goes against the recommendations of the recent Royal Commission on Education which stated that schools should not be held responsible for meeting all social needs of children. The provincial government should be reluctant to force new responsibilities on to the school system given the demanding tasks already being attempted by schools.

Instead of the majority recommendations, the B.C. child care tax credit and the following recommendation should be accepted as likely to help in the growth of child care:

RECOMMENDATION #6

Encourage the federal government to make immediate changes to the income tax act so that sections which discriminate against families with full time mothers are amended. In particular the section which allows two-income families, no matter what their income, to deduct up to $4,000. per child in child care costs from their taxable income should be eliminated and all low income families should receive the same refundable child care tax credit calculated on a sliding scale depending on income and number of children in the family. Also, a section in the income tax act should be added to allow a husband and wife to file a joint return when there is only one family wage.

While it is necessary to include recommendation #6, this cannot be considered a major recommendation given that the provincial government has no power to implement any changes at the federal level.

CONSULTATION

Section 1(e) in the terms of reference requires the task force to "consult with non-profit groups, family child care homes, corporate leaders, parents and interest groups to ensure their views are considered in studying the barriers and developing recommendations."

No submissions were solicited but the task force received submissions representing various points of view. Among the people who wrote in were parents opposing a government funded system and favouring more direct help for low income families. There was also a petition signed by 149 people, which was originally sent to Hon. Jack Davis, protesting the present subsidy system which gives $120.00 more per month to low income families who use larger day care centers instead of more home-like settings found in licensed family day homes and parental monitored homes. This petition underlines the fact that the government must stop forcing low income parents to choose larger centers over more home-like settings by

giving higher subsidies to families choosing centers. Operating grants to day care centers as recommended by the task force report would only worsen an already unfair situation.

The needs of natives, visible minorities, special needs children and rural British Columbians were discussed in the task force report. The report assumes that the needs of these groups will be served best by a government regulated system. On the contrary, the differing needs of each family will best be served if each family is allowed to decide for itself what it needs.

Recommendation #1, tax credits for low income families, would help respect the judgement of all parents. Rigid province-wide standards for child care, such as the regulation prohibiting "unlicensed" care for more than two children, infringe on parental authority and fail to recognize each family as unique.

PUBLIC AWARENESS

Section 1(f) in the terms of reference requires the task force to "assist the Minister in public awareness, information and education initiatives."

One of the areas of which we must make society aware, and which is not dealt with adequately in the task force report, is the growing evidence that early substitute care for infants and toddlers is a risk factor.

Child care authority, Dr. Jay Belsky, in reviewing the recent literature and research on day care states:

> *"...the correlates of day care which have been chronicled (i.e avoidance, aggression, noncompliance, withdrawal) have been found across a host of ecological niches and caregiving milieus. Thus, these effects or correlates of early supplementary care have been found in samples of impoverished (Haskins, 1985; Vaughn et al., 1980), middle class (Rubenstein, Howes, and Boyle, 1981), and upper-class families (Barglow, 1985), and with children cared for in unstable family day care (Vaughn et al., 1980), high quality centers (Haskins, 1985; Scharz, Strickland & Kolick, 1974), poor quality (McCartney et al., 1982) and even in-home, babysitter care (Barglow, 1985). Such variation in the samples studied, yet similarity in the developmental outcomes associated with nonmaternal care in the first year, lead me to conclude that entry into care in the first year of life is a risk factor for the development of insecure-avoidant attachments in infancy and heightened aggressiveness, noncompliance and withdrawal in the preschool and early school years."*[7]

Given Dr. Belsky's findings and other available research[8], the claims in the task force report that there will be enormous benefits to offset the enormous costs of a government funded child care system must not be accepted.

CONCLUSION

In order to make responsible use of public funds, the provincial government must reject the recommendations in the task force report which would set up a government funded, government regulated child care system.

Instead, using the six recommendations as the starting point, the provincial government must affirm:

- That parents have the primary right and responsibility to care for their own children,
- That parents as parents have the right to monitor substitute care given to their children and to decide on what constitutes quality care,
- That government help must be non-intrusive and offered only to those who cannot completely help themselves.

NOTES

1. Statistics Canada figures for November 1990 show 580,000 women with preschool children employed full time out of a total 1,535,000. This means 37.7% of women with preschool children are employed full time; 62.3% of women with preschool

children are at home full time or work only part time. Even this figure is inflated since many of the "full time" women are in fact part of a home business with their husbands or by themselves. Many of the "full time" women in fact offer child care in their homes so they can remain home with their own children yet still earn a wage.

2. For example, subsidy rates for infants in group care are $460.00 per month as compared to only $350.00 per month for infants in family day care.

3. Background paper by the Canadian Advisory Council on the Status of Women for the 1986 federal task force on day care; Series #3, p.4.

4. The poll was commissioned by Health and Welfare Canada and entitled "Attitudes Towards Child Day Care"; it was released to the public in September 1990.

5. For a report on Canada's low birth rate and aging population see Charting Canada's Future: A Report of the Demographic Review, Ottawa, Ont., Health and Welfare Canada, 1989.

6. Report of the Task Force on Child Care, Dr. Katie Cooke, Chairperson, Canada Government Publishing Center, 1986, p. 255.

7. Bulletin of the National Center for Clinical Infant Programs, September, 1986.

8. For example: Dr. Burton White, A Parent's Guide to the First Three Years; Penelope Leach, Who Cares? Penguin 1979; Dr. Justin Call's chapter on "Attachment Disorders of Infancy" in the Comprehensive Textbook of Psychiatry/III, pages 2586–2597 edited by Kaplan, Freedman and Sadock; Williams and Wilkins publishers.

See also the work of Dr. Erna Furman, director of the Cleveland Center for Research in Child Development and the writings of Dr. Elliot Barker, President of the Canadian Society for the Prevention of Cruelty to Children, Midland, Ont.